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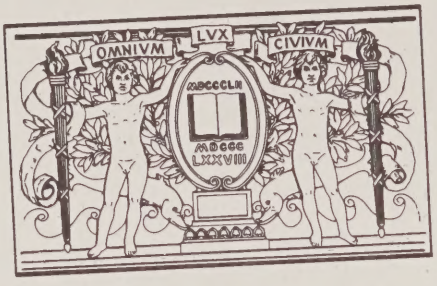

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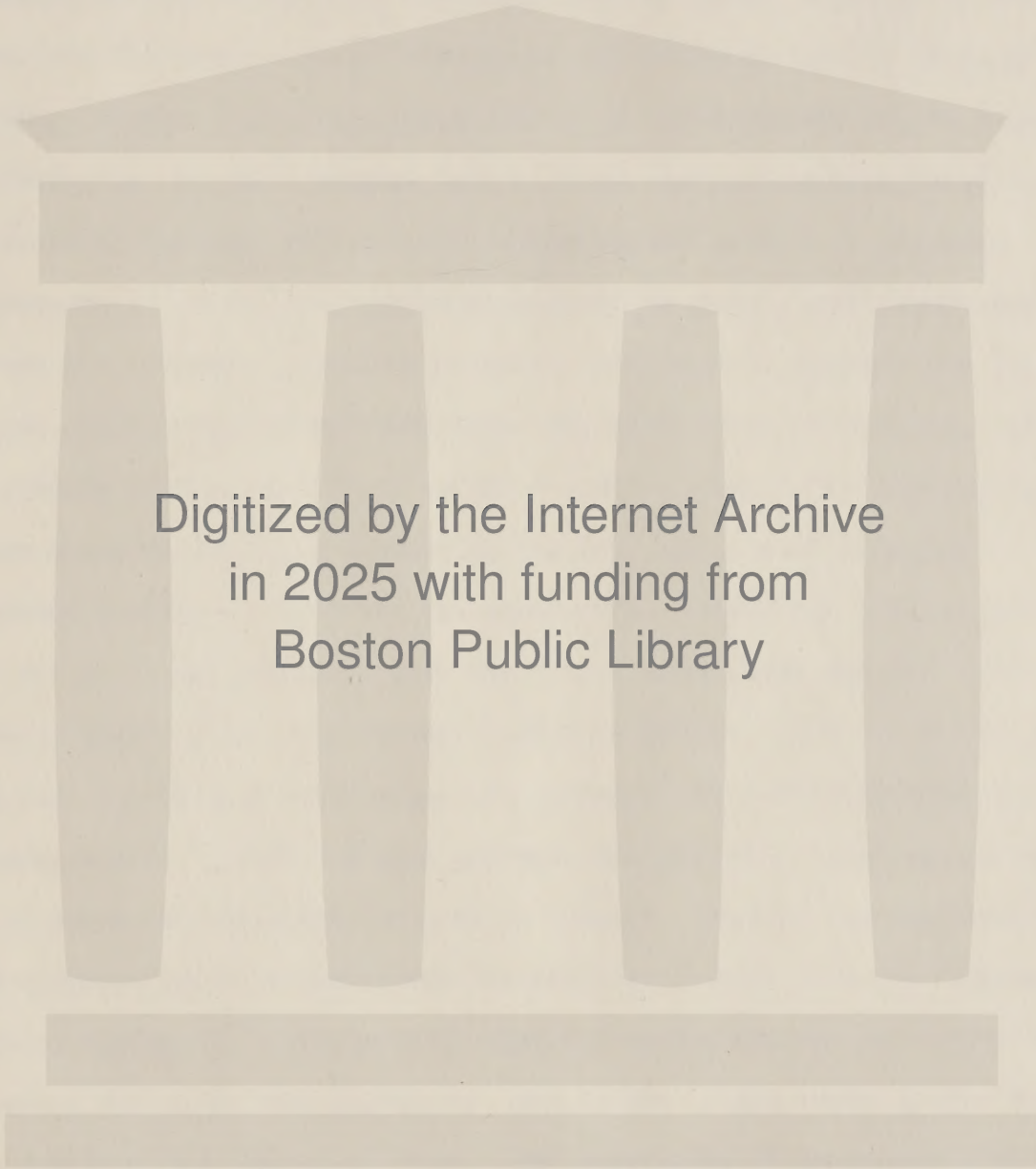

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BUILDING A NEIGHBORHOOD ECONOMY

Summary

Linkage of the proposed office complex development of the Kingston-Bedford Garage site and Parcel 18 and Roxbury housing, on the one hand, and the proposed hotel development of the Essex Lot and Chinatown housing, on the other hand, would signify an extraordinary coming together of an innovative concept (linkage) and a timely new approoach to public-private partnership (public land and related funding and private development investment) to build a neighborhood economy (Roxbury), provide housing and job access for a deprived downtown community (Chinatown), and meet the lower priced office needs of both the large and small firms of downtown. The attributes of this particular parcel-to-parcel linkage are very special. There could be important winners in the full spectrum of directions. The downtown economy could obtain the lower-priced competitive office space needed for the projected growth of both the City's large firms and small firms. Roxbury would build a new economy with a 50 percent expansion of its job base. The wage income flow would create a new retail and services market and a new housing market. Parcel 18 wage incomes, in good part, would be sufficient to carry projected affordable housing in Roxbury. Housing linkage payments from the proposed Essex lot hotel and job training linkage from the Kingston Bedford Garage would help provide urgently needed housing and training for improved job access for Chinatown. And in the larger sense, Boston would come out a winner with balanced growth - the channeling of the benefits of downtown development to revitalize a neglected Roxbury and a deprived Chinatown.

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Roxbury

Despite evident winds of change, Roxbury, in 1985, stood apart from city-wide norms. Poverty and unemployment were far higher. Incomes were much lower. More of the labor force was centered in lower grade occupations. Access to Downtown jobs was more limited, and travel time to work was much greater. Housing conditions were poorer. Virtually every measure of the quality of life, for Roxbury, in relation to the city-as-whole, registered "low".

Parcel 18 would signify job and income growth, bring Roxbury into the fold of Boston's expanding opportunity, and help build a new neighborhood economy. Parcel 18's jobs would expand the Roxbury economic base by more than half. And if Roxbury workers could capture a share of the jobs, workers' incomes would rise to citywide norms. Expanded purchasing power would create a new market for retail trade and services and affordable housing. Roxbury's housing stock would expand by one-third. A new neighborhood economy would emerge.

Parcel 18, with a goal of 1 million square feet of office space and 5,000 jobs, would make up a significant 10 percent of Downtown's projected office development and job growth in the 1986-95 decade. In effect, with Parcel 18, Roxbury would be re-aggregated into the Boston economy, and tied into the conveyor belt of the city's expanding opportunity.

Parcel 18's office space would come on stream at a crucial time in the evolution of the Downtown office market, when lease expiration and upgrading of older space threaten the displacement of small firms and their jobs, which might be lost to the city. Parcel 18 could help fill the breach and also absorb some of the pressures of Boston's expanding economy. Roxbury can offer the largest pool of underutilized labor in New England, rising skills, lower

wages, cheaper space, and a location advantage; seven minutes from Back Bay and eleven minutes from Downtown, with complementary services not to be found in ready proximity in suburban areas, all made possible by the completion of the largest public transportation investment in the history of New England, - the relocated Orange Line.

Parcel 18 and Kingston-Bedford would represent a very unique and extraordinary public-private partnership, especially at a time when Gramm-Rudman will accentuate the disengagement of the federal government from the future of our cities. Both sides of the public-private investment balance in the proposed Parcel 18/Kingston Bedford parcel-to-parcel linkage program are special. Private sector investment commitment for the development of a prime downtown parcel and a neighborhood parcel would be matched by public sector land, garage construction, transit (Orange Line), street, road and other public infrastructure, and, perhaps, the use of public bonding authority which could further reduce development costs. There might also be public sector tenancy for some of the new space. In effect, a new era and form of public-private partnership would be the timely sequel to the fading away of the federal role in Boston which has already dwindled by half since 1980 and could drop by a further one-third in FY 1987 under Gramm-Rudman.

A neighborhood with limited income and purchasing power is one with poor housing, poor living conditions and stunted access to opportunity and the riches that a thriving Boston offers. Building a neighborhood economy and the train of employment and wages, improvement in skills, enhanced quality of life, and entry into the well-being of the Boston urban ambience brings effective participation. In effect, Roxbury would be enfranchised again.

Roxbury 1985

New directions in Roxbury were measurably evident in 1985, but the lag was serious and awesome.

Between 1980 and 1985, Roxbury responded to Boston's economic transformation and job growth, population revival and shift to tax fairness with gains in median income and housing conditions that were more rapid (proportionally) than those for the city as a whole. There were advances also in education and occupational skills.

But as of 1985, Roxbury was still at the bottom of the economic ladder. In comparison with Boston as a whole, Roxbury, in 1985, had a poverty rate 50 percent higher (31 percent vs. 21 percent), median family income more than one-fourth lower ($15,312 vs. $21,186) unemployment twice as high (9.9 percent vs. 4.8 percent), and twice the share of labor force in low-skilled occupations, operatives and laborers (41 percent vs. 22 percent).

These circumstances flowed from both the attrition of the Roxbury economy as well as barriers to access to jobs in Boston's thriving Downtown economy. A smaller share of Roxbury resident workers were employed Downtown (12 percent) than for the City as a whole (20 percent). And, despite their proximity to Downtown, the journey-to-work travel time for more than half of Roxbury's workers (52 percent) was 30 minutes and over; in comparison, only 42 percent of Boston's workers had travel times of that magnitude.

The Potential For Parcel 18 & Roxbury

Parcel 18 and its job potential would represent a major departure for the Roxbury economy. Job access would be improved, and the Parcel 18 jobs would provide good incomes. An expanded flow of purchasing power would support a new market for retail trade and services and affordable housing.

Parcel 18's potential for 1 million square feet of office space and 5,000 jobs (as well as 200,000 square feet of retail space and 500 jobs) would signify an increment of more than half (56 percent) to Roxbury's base of 9,000 jobs. Roxbury's 27,000 workers would have improved job access.

And these jobs like other Boston office jobs, would be good jobs in terms of wage levels and career ladders. Contrary to commonly held belief, annual wages in Boston, in 1984, averaged $21,284, exceeding both the level in the metro area ($19,945) as well as that in the State ($18,418). This reflected the relative concentration of high-grade professional and business services and money management and communications employment in Boston's economic base.

Specifically, utilizing an analysis of the occupational composition of Boston's office jobs and a survey of the prevailing wage rates for these jobs, a projected profile of Parcel 18's jobs and related income flow provides heartening news. This analysis shows that 40 percent of the 5,000 jobs would be professional, managerial, and technical, and 60 percent would be made up of secretarial and clerical, and support service and maintenance occupations. The wage levels of these occupations would provide a significant income flow.

Parcel 18 jobs would provide a new dimension of income in Roxbury. In 1985, the median family income in Roxbury was $15,300 (in contrast with $21,200 for the city as a whole). In comparison, 1,500 professional jobs (30% of all jobs) with a weekly wage of $425-$700 would yield annual wage incomes of

$22,000 - $36,000. Also, 250 managerial jobs (5%) with a weekly wage of $400 - $550 would signify an annual income flow of $20,800 - $28,600, and the 250 technical jobs (5%) with a weekly wage of $350 - $600 would bring an income of $18,200 - $31,200. For the 2,800 secretarial and clerical jobs (56%), the entry level wage would be lower, at $250 per week, in relation to the prevailing norm of $350, resulting in an income range of $13,000- $18,200. For the 200 jobs in support services and maintenance, with a weekly wage of $225 - $500, the annual income flow would vary from $12,000 to $26,000.

Taken altogether, Parcel 18 jobs add up to a new annual wage income stream of $102 million (at current wage rates). This magnitude of income would provide important support to retail trade and service activity. And the family incomes to which the jobs relate would make home ownership and new rental housing feasible. A recent study suggests that the top quartile of Roxbury families, with 1985 incomes of $24,000 and more, could finance affordable housing. (Boston Redevelopment Authority, EXPANDING HOME OWNERSHIP OPPORTUNITIES IN ROXBURY).

Re-Aggregation of the Boston Economy:

A Look At The Future

Boston, as the dyanamo core of a "rapid growth" region (according to a recent report of the U.S. Bureau of Economic Analysis), may gain 100,000 net new jobs, in the decade to 1995, replicating the increase of 87,000 jobs between 1976 and 1985. Most of these jobs (some 60,000) would be downtown office jobs. Parcel 18's 5,000 office jobs would make up a significant share of the projected increment in office jobs downtown. Most fundamental, however, would be the integration of Roxbury with the Downtown economy.

Parcel 18's office development role would emerge at a crucial time for the unique problems facing the large and small firms making up Boston's downtown office space. The forty-two large firms with 500 or more workers, making up 45 percent of downtown employment, and accounting for 125,000 jobs, are projected to grow substantially, adding an estimated 30,000 jobs by 1995. These firms will have a need for office space that is competitively priced, and for back office space.

Conversely, the much large number of smaller firms, housed principally in renovated office buildings with lower office rents are subject to the threat of displacement as their leases expire over the next five years. These firms will have an urgent need for affordable office space if they are to stay in Boston with their jobs. These firms have a special significance; they are growing more rapidly (with a projected job growth of 40,000 by 1995) and a slightly greater share of their employees live in Boston.

Parcel 18 is designed to meet the special growth needs of Boston's large and small firms. Parcel 18 can offer competitive cheaper space in comparison with that in suburban office parks, as well as the largest pool of underutilized labor in New England, rising skill, lower wages, cheaper space

and a location advantage. Parcel 18 is seven minutes form Back Bay and eleven minutes from Downtown, with the completion of the relocated Orange Line, - the largest public transportation investment in the history of New England. In comparison the ten primary suburban office markets have an average distance of 9.5 miles form downtown Boston (ranging form Kendall Square's 1.5 miles to Framingham's 20 miles) and an average travel time of one hour. In addition, the suburban office parks are more costly in view of the absence of complementary services activities in ready proximity.

Broad improvement in the levels of educational attainment and occupational skills of blacks in Boston and Roxbury, 1980 to 1985, suggest an expanding potential for a greatly underutilized manpower resource. In 1985, when the City's unemployment rate was 5 percent, that for blacks was 10 percent.

In the meantime, the educational attainment levels had advanced notably from that in 1980. The proportion of blacks, 18 and over, with at least one year of college increased from 26 percent, in 1980, to 32 percent, in 1985. Similarly, the percentage with less than a high school education had declined from 31 percent to 33 percent.

The improvement in education levels was accompanied by an advance in occupational skills. In 1980, the proportion of the labor force in professional, managerial and technical occupations was 18 percent in Roxbury and 30 percent in Boston. By 1985, these percentages were 25 percent and 28 percent, respectively.

Chinatown

Chinatown is the focal point for new immigrants. Chinatown is poor and crowded. Income is low and poverty is high.

Lack of facility with the English language is a problem limiting job access for many of the new Chinatown residents. And, while the Asian and Pacific Islander population is the most rapidly expanding population group in Boston, having risen from 8,443, in 1970, to 15,150, in 1980, and 25,000, in 1985, growth in population in Chinatown is limited by the housing stock.

With the net addition of only 50 to 100 dwelling units, since 1980, families have doubled up in many households. Chinatown has a current population of approximately 4,000 (in comparison with 3,000, in 1980, and less than 1,500, in 1970). Earlier Chinese immigrants have tended to move on to Allston-Brighton, South End, Fenway-Kenmore and Jamaica Plain. Chinatown is a small neighborhood with overlapping land uses, - residential, light manufacturing (garment and leather) institutional (the Tufts-New England Medical Center) and commercial (restaurants, bakeries, and supermarkets are export activities). The expansion of institutions and businesses has limited additions to the housing stock and open space.

Chinatown's population more than doubled, from 1970 to 1980, as Chinese and Vietnamese immigrants led the influx. The United States' recognition of China and the admission of Indo-Chinese refugees in 1978 were factors in the growth of Chinatown. Chinatown is a family neighborhood. Seven out of every ten households were family households (in 1980), compared to five of ten in Boston as a whole. Married couple families were much more common in Chinatown (89 percent of all families) than in Boston (64 percent).

Educational attainment was relatively low for Chinatown residents. Only one-third of the adults, 25 and over, were high school graduates, compared to more than two-thirds in the city, in 1980. Only 40 percent had completed any years of high school.

Family income was fairly low in Chinatown in 1979. The mean family income ($13,951) was only 72 percent of the Boston mean ($19,415), on a par with Roxbury ($14,185), 73 percent of Boston. The poverty rate in Chinatown (24 percent) was higher than the citywide rate (20 percent). Low income is related to low-paying jobs and part-time jobs when full-time work is desired.

Virtually all of the Chinatown residents rent their housing.

The Chinatown/Leather District (Zip Code Area 02111) contains 19,000 jobs, including 4,300 in manufacturing (mostly in apparel, textiles, printing and publishing, and electronics), and 7,200 in health, education and social services. Retail trade, including numerous eating and drinking places, has a large presence. In Chinatown, these has been a shift from businesses serving the neighborhood residential population to those serving the downtown working population and visitors. Import/export activity is becoming important to the Chinatown area.

Chinatown needs housing, to accommodate the present over-crowded population, and new immigrants need special education and manpower training, and improved access to the better jobs that might emerge adjacent to the neighborhood.

Housing And Jobs For Chinatown

The housing linkage spin-off form the proposed hotel on Essex Street, and the job training linkage spin-off from the proposed office-retail-garage development on the Kingston-Bedford site can bring a new horizon of expanding opportunity for housing and jobs in Chinatown.

Housing linkage (the Essex Lot) could facilitate the development of 100 to 250 affordable housing units in or adjacent to Chinatown, - equivalent to 10 to 25 percent of the present rental housing stock of approximately 1,000 dwelling units.

Similarly, job training linkage (the Kingston-Bedford Garage) could prepare 150 to 300 Chinatown residents (equivalent to 10 to 20 percent of the Chinatown labor force) for some of the projected 4,000 permanent jobs in the proposed development on the Kingston-Bedford site.

In effect, parcel-to-parcel linkage could help revitalize Chinatown as a place to live and a place to work, with more and better housing and access to better jobs and income.